

MEETING:	Overview and Scrutiny Committee
DATE:	Wednesday, 27 September 2017
TIME:	2.00 pm
VENUE:	Council Chamber, Barnsley Town Hall

AGENDA

Administrative and Governance Issues for the Committee

1 Apologies for Absence - Parent Governor Representatives

To receive apologies for absence in accordance with Regulation 7 (6) of the Parent Governor Representatives (England) Regulations 2001.

2 Declarations of Pecuniary and Non-Pecuniary Interest

To invite Members of the Committee to make any declarations of pecuniary and non-pecuniary interest in connection with the items on this agenda.

3 Minutes of the Previous Meeting *(To Follow)*

To approve the minutes of the previous meeting of the Committee held on 12th September, 2017.

Overview and Scrutiny Issues for the Committee

4 Visitor Economy Strategy for Barnsley 2017-2020 *(Pages 3 - 26)*

To consider a report of the Executive Director Core Services and the Executive Director Place (Item 4a attached) in respect of the Visitor Economy Strategy for Barnsley 2017-2020 (Item 4b attached)

5 The Continuous Service Improvement of Children's Social Care and Safeguarding Services *(Pages 27 - 40)*

Following a brief presentation, to consider a report of the Executive Director Core Services and the Executive Director People (Item 5 attached) in respect of the continuous services improvement of Children's Social Care and Safeguarding Services in Barnsley.

6 Arrangements for Discharging the Statutory Role of Director of Children's Services: Local Test of Assurance *(Pages 41 - 56)*

To consider a report of the Executive Director Core Services and the Executive Director People (Item 6a attached) in respect of the peer led test of assurance, concerning Barnsley's arrangements for complying with the statutory guidance on the roles and responsibilities of the Director of Children's Services (DCS) (Item 6b attached)

Enquiries to Anna Marshall, Scrutiny Officer

Phone 01226 775794 or email annamarshall@barnsley.gov.uk

To: Chair and Members of Overview and Scrutiny Committee:-

Councillors W. Johnson (Chair), P. Birkinshaw, G. Carr, Charlesworth, Clarke, Clements, K. Dyson, Ennis, Franklin, Frost, Gollick, Daniel Griffin, Hampson, Hand-Davis, Hayward, Lofts, Makinson, Mitchell, Phillips, Pourali, Sheard, Sixsmith MBE, Tattersall, Unsworth, Williams and Wilson together with co-opted Members Ms P. Gould, Mr M. Hooton, Ms J. Whitaker and Mr J. Winter and Statutory Co-opted Member Ms K. Morritt (Parent Governor Representative)

Electronic Copies Circulated for Information

Diana Terris, Chief Executive

Andrew Frostdick, Executive Director Core Services

Rob Winter, Head of Internal Audit and Risk Management

Michael Potter, Service Director, Business Improvement and Communications

Ian Turner, Service Director, Council Governance

Press

Paper Copies Circulated for Information

Majority Members Room

Opposition Members Rooms, Town Hall – 2 copies

Witnesses

Item 4 (2.00pm)

Phillip Spurr, Service Director, Culture, Housing & Regulation

Sue Thiedeman, Head of Culture and Visitor Economy

Lynn Dunning, Group Leader - Arts & Heritage

Devinia Skirrow, Communications & Marketing Business Partner

Matthew Mitchell, Arts & Events Manager

Paul Clifford, Place Directorate Business Change Manager

Councillor Roy Miller, Cabinet Spokesperson Place Directorate

Item 5 (3.00pm)

Rachel Dickinson, Executive Director – People, BMBC

Keeley Boud, Social Work Team Manager, BMBC

Andrew Veal, Social Work Team Manager, BMBC

Antonia Williams, Social Worker, BMBC

Steve Guirey, Social Worker, BMBC

Alice Darby, Social Worker, BMBC

Cllr Margaret Bruff, Cabinet Spokesperson – People, BMBC

Item 6 (3.30pm)

Rachel Dickinson, Executive Director – People, BMBC

Cllr Margaret Bruff, Cabinet Spokesperson – People, BMBC

Item 4a

Report of the Executive Director Core Services and the Executive Director Place, to the Overview and Scrutiny Committee (OSC) on 27th September 2017

Visitor Economy Strategy for Barnsley 2017-2020

1.0 Introduction

- 1.1 This report provides an overview of the Visitor Economy Strategy for Barnsley 2017-2020 (Item 4b – attached) which was approved by Cabinet on 6th September 2017. The purpose of the strategy is to enable the Borough to realise tangible benefits, including an enhanced profile for the Borough; increased visitor spend; increased viability of attractions and visitor economy sector business; job creation; investment and an enhanced sense of pride in the borough for Barnsley residents.

2.0 Background

- 2.1 At a national level, Visit England / Visit Britain have been recently amalgamated and are funded by the Department for Culture Media and Sport to be responsible for building England's tourism product, raising Britain's profile worldwide, increasing the volume and value of tourism exports and developing England and Britain's visitor economy.
- 2.2 Regionally there is a network of recognised Destination Management Organisations across the country that take on responsibility for promoting their particular areas, for example Visit Derbyshire or Visit Cambridge. Visit Barnsley has been constituted as a Community Interest Company and although very small scale, it provides a self-financing, independent platform to promote Barnsley on. It is recognised by Visit England / Visit Britain as an official Destination Management Organisation, enabling Barnsley to participate in Visit England / Visit Britain activities where it is appropriate to do so.
- 2.3 Welcome to Yorkshire is a regional organisation which has developed out of the Yorkshire Tourist Board. Their aim is to 'grow the county's visitor economy' and its main focus is public relations and promotion. It has been very successful in building a strong and recognisable brand for Yorkshire and has used events such as the Tour de Yorkshire to raise Yorkshire's profile on the international stage. Barnsley is currently a member of Welcome to Yorkshire, paying an annual subscription of £15,000 plus extra costs for inclusion in advertising campaigns. In addition, attractions within the Borough also have to be independent members of Welcome to Yorkshire to receive these benefits; these fees are typically a few hundred pounds.
- 2.4 Although the Sheffield City Region does not cite tourism and the visitor economy in its strategic priorities, South Yorkshire Chief Executives have expressed an interest in raising culture and the visitor economy up this agenda. This could be done as part of the current Strategic Economic Plan refresh process and the Chief Executive Officer of the Peak District National Park is currently leading a task and finish group on South Yorkshire tourism, which Barnsley is participating in.

3.0 Current Position

- 3.1 In 2015, Tourism UK produced a strategy for the development of the visitor economy in Yorkshire and Humber. Although the strategy was not implemented as intended, it served to inform individual councils. This document has been considered in the

development of the strategy for Barnsley, in particular the model for investment to grow the visitor economy as shown in Item 4b Appendix 1 – attached.

- 3.2 Barnsley is atypical in that its main stock of visitor attractions are predominantly either owned or supported by the Council through grants. In addition, there is one significant attraction (RSPB Old Moor) within the charitable sector and another substantial visitor attraction (Cannon Hall Farm) within the private sector. This means that the Council has an unusually high stake in this sector.
- 3.3 The strategy sets out a broad vision and key priorities for the Council and its visitor economy sector partners to address. It is envisaged that by co-ordinating activity across the sector, by 2020 the borough will realise tangible benefits from the development and growth of the visitor economy sector.
- 3.4 To realise the potential of the visitor economy in Barnsley, over a sustained period of time the strategy aims to enable improvement and investment in the products and experiences offered as well as delivering a promotion of the place that is truthful and compelling.
- 3.5 The strategy makes use of data and evidence from Visit Britain and Visit England Insight, where relevant, to identify where activity should be targeted and to enable effective monitoring of progress. However, there is very limited regional and local level data, which is a significant issue for the tourism and visitor economy sector across the country.
- 3.6 The strategy is currently being finalised and illustrative case studies are being developed which demonstrate the strategy's links and impact on other key strategies such as the Jobs and Business Growth Plan.

4.0 Invited Witnesses

- 4.1 At today's meeting, the following representatives have been invited to answer questions regarding this area of work:
 - Phillip Spurr, Service Director, Culture, Housing & Regulation
 - Sue Thiedeman, Head of Culture and Visitor Economy
 - Lynn Dunning, Group Leader - Arts & Heritage
 - Devinia Skirrow, Communications & Marketing Business Partner
 - Matthew Mitchell, Arts & Events Manager
 - Paul Clifford, Place Directorate Business Change Manager
 - Councillor Roy Miller, Cabinet Spokesperson Place Directorate

5.0 Possible Areas for Investigation

- 5.1 Members may wish to ask questions around the following areas:
 - What will be the biggest challenges in achieving the aims of the strategy and how will these be mitigated?
 - What return on investment is expected from the outcomes of the strategy and does being a member of Welcome to Yorkshire provide good value for money?

- Given that there is limited local data, with the exception of footfall figures, how will you measure the success of the strategy and how will you know if you are providing quality services?
- How do you plan to engage partners within the private and charitable sectors?
- What is being done to ensure there is appropriate infrastructure in place for visitor attractions such as road networks, public transport access, parking facilities, bike storage facilities?
- What is in place to ensure visitors are safe during visits to attractions and at large scale events?
- How will you ensure equal access to sites and events, for example for those with disabilities or where English is not their first language?
- What are the key plans to help change outdated perceptions of Barnsley being a predominantly post-industrial landscape?
- What links are there with neighbouring authorities to promote Barnsley as a place to visit?
- What actions could be taken by Members to support the visitor economy in Barnsley?

6.0 Background Papers and Useful Links

- Visitor Economy Strategy for Barnsley 2017-2020 (Item 4b – attached)
- Welcome to Yorkshire Official Website:
<https://www.yorkshire.com/>

7.0 Officer Contact

- Anna Marshall, Scrutiny Officer (01226 775794)
- Sue Thiedeman, Head of Culture and Visitor Economy, (01226 787506)

18th September 2017

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Visitor Economy Strategy for Barnsley 2017-2020

EXECUTIVE SUMMARY

Visitor Economy Strategy Executive Summary

Working together for a brighter future, a better Barnsley is our Vision at Barnsley Metropolitan Borough Council. We aim to make the borough a thriving and unique place to live, work, visit and trade; providing imaginative public spaces, arts, culture and urban living. The Visitor Economy has an important contribution to make and the vision for the Visitor Economy is that: By 2020 Barnsley will be recognised as an emerging tourism destination and be seen as a place worth visiting.

The Visitor Economy Strategy for Barnsley sets out a broad vision and key priorities for the Council and its visitor economy sector partners to address. Coordinating activity across the sector will enable the Borough to realise the benefits from the development and growth of the visitor economy sector. The strategy links closely to the Borough's corporate priority of growing a Thriving and Vibrant Economy and to the themes of the approved Jobs and Business Plan. It also builds on initiatives and investment that have already been delivered across the Borough by the Council, by funding agencies such as the Heritage Lottery Fund and by sector partners, such as Cannon Hall Farm and the Royal Society for the Protection of Birds (RSPB).

To realise the potential of the visitor economy tourism in Barnsley we aim to do two things delivered over a sustained period of time:

- **Enable Improvement and investment in the products and experiences offered**
- **Develop promotion of the place that is truthful and compelling.**

To deliver these outcomes four priority areas have been identified

- **Partnerships:** - recognising that we need to work together to get results
- **Investment:** - providing high quality and distinctive experiences for visitors
- **Promotion:** - telling visitors and potential visitors about the offer
- **Intelligence gathering:** - improving data and evidence across the sector

We do need to be realistic about our offer, particularly in a highly competitive market, however by working together with our partners we can realise tangible benefits, which include an enhanced profile for the Borough, increased visitor spend and economic impact, increased viability of attractions and visitor economy sector business, job creation, investment and an enhanced sense of pride in the Borough for residents.

Cllr Roy Miller Cabinet Member, Place

VISION

Barnsley – a place worth visiting.

Barnsley stands out from other places in England because of the unique character of its people and its long, proud heritage. It is many things but it is not a recognised tourism destination – yet.

The aim of this strategy for the visitor economy is to change that. It won't be easy and it won't be achieved overnight but it will be worth it in terms of spend, jobs, business success and pride in our place.

We will need to employ our creativity and our imagination to provide experiences which will appeal to 21st century visitors faced with an almost infinite choice of how to spend their leisure time. We will need to be equally creative and take every opportunity in finding income streams to support the investment we require. Also, we will need to work together in productive partnerships to achieve our ambitions.

If we can do all this then by 2020 Barnsley should be seen as one of the UK's emerging visitor destinations. A place with a reputation for incredible heritage with absorbing museums and galleries. A place showcasing events which entertain and delight. A place off the beaten tourism track with picturesque villages and beautiful countryside. A place which is down to earth, authentic and genuine – and very serious about making itself the best it can be.

NEED FOR A STRATEGY

A successful visitor economy brings many benefits:

- Increased money coming into the borough directly from visitor spend and from investment and funding streams
- Business opportunities
- Business profitability
- Jobs at all skill levels including entry-level
- Increased viability for our attractions and support for our arts, culture and heritage
- Bigger and better profile for the borough which will help our image and reputation, improve perceptions – and which will help support inward investment
- A sense of pride for our residents

All of these are real, tangible benefits which will directly contribute to the Council's key strategy for jobs and business, the 2020 outcomes framework and in turn, the things the Council is seeking to deliver) are exactly the things that will make Barnsley a place worth visiting. This is why the visitor economy is one of the five priority economic sectors the Council has identified.

We aim to make the borough a thriving and unique place to live, work, visit and trade; providing imaginative public spaces, art culture and urban living.
Barnsley Borough Council
Jobs and Business Plan

We need a strategy for the visitor economy because it won't just happen on its own.

To realise the potential of the visitor economy in Barnsley will require two things delivered over a sustained period of time:

1. Improvement and investment in the products and experiences offered by the public and private sector.
2. Promotion of the place that is truthful and compelling.

We already have assets capable of attracting visitors, but we don't have enough of them to effectively compete with other places, nor are some of them as good as they need to be. We are also operating in an environment of uncertainty with Brexit and reduced public sector resources. We also know that in some instances we are fighting negative and outdated perceptions of Barnsley.

There are some promising opportunities too. Cultural tourism is a big trend in driving visits so we can capitalise on our incredible heritage and as yet untold stories, excellent museums and galleries which already attract 1.2 million visitors a year. National research shows that day trips are the biggest sector in tourism. We are well placed near centres of population and the well-known tourism destination 'brands' of the Peak District and Yorkshire. Visitor

numbers to Elsecar have almost doubled over the last three years and, having already achieved Heritage Action Zone and Great Place status, with partners such as Elsecar Heritage Railway, the proximity to Wentworth Woodhouse and substantial planned investment in all of these areas, the locality is poised to become a unique heritage destination for the North of England. These factors alone signpost where our best prospects lie.

It's easy to be pulled in many directions when it comes to a visitor economy strategy; particularly as in Barnsley the Council has a larger than is usual stake in the portfolio of attractions across the borough. It is a question of being single-minded and focused on where the market opportunity is and putting in place actions that can seize that opportunity. That's what this strategy is about.

CONTEXT & CURRENT POSITION

The Visitor Economy Landscape

Barnsley may be starting from a low base when it comes to tourism but we have some great assets with which to start.

Research done by VisitBritain and VisitEngland¹ suggests that culture and heritage are big motivators for visitors on holiday, on a short break or on a day out. Research also suggests that people are looking for things to do on their break or day out so visitor attractions are a really important element of the tourism experience. So while Barnsley may not yet be front of mind for a break we can definitely already offer something based on our existing attractions (see table 1 for more detail on what they are).

Attractions:

- With the help of external funding we've been investing in our museums and galleries over the last ten years to the tune of £20M.
- The Heritage Lottery fund in particular has invested. Cooper Gallery has a fantastic new extension funded by £638,000 from the Heritage Lottery Fund and Cannon Hall has embarked on the delivery of substantial improvements thanks to £3m investment by the Heritage Lottery Fund and a new Museum was created. RSPB has recently been awarded £800,000 to enhance the visitor experience.
- Elsecar Heritage Railway is in the process of making significant investment to extend the track to Cortonwood Retail Park which will significantly enhance the visitor proposition.
- We've hosted some significant events including the Tour De France in 2014 and the Tour de Yorkshire in 2015 and 2017 which attracted 25,000 people spending £538,000 and received international television coverage, showcasing our stunning landscapes, the Pennine town of Penistone and surrounding villages.
- We've got clusters of heritage assets around Elsecar, including historic village, Heritage Railway, a national award winning park and nearby Wentworth Woodhouse with compelling stories linking Wentworth Castle Gardens. There is also a cluster of attractions at Cannon Hall, with the popular farm, farm shop, play facilities and restaurants, together with Cannon Hall Museum Park and Gardens.
- Elsecar in particular offers the potential to be a unique visitor attraction in UK terms, in terms of industrial heritage as well as a venue for events.
- Barnsley Civic is recognised by the Arts Council for the quality of its cultural programme and is well located as the Town Centre improvements progress and the night time economy is strengthened. The Lamproom Theatre situated in an impressive converted Methodist chapel has strong support from local audiences.
- As well as having a substantial section of the Trans Pennine Trail (TPT), offering the opportunity for off road cycling, walking and horse-riding, providing a route linking many of our visitor attractions, Barnsley Council is also the host for the Trans Pennine Trail National Office.

*[Case study Elsecar Destination
inc Railway, park, etc]*

¹ See www.visitbritain.org/england-research-insights

- Barnsley Football Club has a substantial following and the economic impact of football is well documented with away fans travelling to matches in Barnsley.

Things to make more of:

- We have a public art strategy in place which will help reinforce our claim to be a place for culture and Barnsley’s profile was significantly enhanced by the National recognition afforded through winning a 2017 Civic Trust Award for the Somme Commemoration Artwork at the Town Hall, the only winner from the Yorkshire and Humber Region.
- We’re investing £120M in improving Barnsley town centre, including a modern new library, enhanced leisure provision, a multiplex cinema and new restaurants that will enhance the evening economy in the town. The Town Hall, Pals Square and fountains have already been transformed and provide a link to the Town Centre’s cultural attractions in the wider town centre.
- The Cultural offer in Barnsley Town Centre linked to strengthening of the evening economy, for example, Barnsley Civic and the Lamproom Theatre.
- We are a film partner with Creative England to promote the borough as a location for film and TV, building on the likes of the TV drama *Jericho* and the film *The Journeyman* and BBC2’s *Our Dancing Town*. We know that every £1 spent in the production results in £10 spent in the local economy, also that screen tourism of all types is attracting visitors in abundance and is worth hundreds of millions to the UK economy)².
- James Hudson Taylor is the man who took Christianity to China and while there is limited evidence of his presence in Barnsley we know there is interest and a growing market with more people from China travelling to the UK than ever before.
- Being part of Pennine Yorkshire – so a place for activities (walking, cycling), attractive villages, country pubs and restaurants.
- Our attractions can offer a wet weather alternative to those on holiday in the Peak District and Yorkshire, including family attractions such as the Calypso Cove Indoor Waterpark and Cannon Hall Farm.
- Promoting our flagship parks at Elsecar and Locke Park in Barnsley linked to developments in the Town Centre and at Elsecar.
- Potential enhanced recreational facilities and capacity on our borders at Langsett and Underbank Reservoirs, RSPB sites in the Dearne Valley and Barnsley’s Yorkshire Wildlife Trust managed sites.
- Our landscapes and wildlife offer to help change perceptions of Barnsley as a post industrial area and possibility of ‘Site of Special Scientific Interest’ (SSSI) and ‘National Nature Reserve’ (NNR) designation for RSPB sites in the Dearne Valley offer the potential to raise the profile of the borough and attract a greater number of visitors.

[Case study Town Centre]

Table 1: Barnsley Visitor Attractions

It is important to note that though there appears to be a downward trend in some figures from 2015/16 to 2016/17 this is in line with national trends as 2016/17 was a year with no Easter break. The TPT however bucked the trend showing an increase of 7%, a legacy from Tour de France and Tour de Yorkshire where uplift has been sustained. Cooper Gallery and Experience Barnsley also showed uplift due to the popularity of the exhibitions programme,

²

such as the Somme, When the Oaks Fired and Picasso, and also substantial investment in the Cooper Gallery. Elsecar Heritage Railway footplate experiences have increased by a staggering 84%, demonstrating the value visitors place on unique experiences. In fact, visitor figures at the majority of our Barnsley attractions are holding up well, with some good increases in the previous year (2014/15 - 2015/16 when there was no anomaly in the date for the Easter break), with some attractions showing a particularly strong performance such as RSPB Old Moor at +15%, Cooper Gallery +17% and Elsecar Heritage Centre +22%. Only Wentworth Castle Gardens showed a decline in visitor numbers in that year. This local data confirms the attractions with strongest performing visitor attractions in previous data are the Elsecar and Cannon Hall hubs and Calypso Cove; with RSPB, TPT, Elsecar and Cooper Gallery showing marked improvement. In the last 4 years Barnsley Museums has seen visitor figures rise by over 25% due to a combination of investment, programming and marketing including use of customer insight data. The table below provides the latest figures for Barnsley's attractions:

Attraction	Description	Admission	Annual visits (2016-17)	% change (2015/16 to 2016/17)
Cannon Hall Farm	Family farm attraction, indoor and outdoor play facilities, farm shop, restaurants and seasonal events.	£8.95	350,000	0%
Barnsley Civic	Unique multi-purpose arts centre offering a high quality varied programme and contemporary gallery.	Variable Gallery-Free	32,799	-15%
Lamproom Theatre	Located in an impressive converted Methodist Chapel. The programme has strong local support.	Variable	29,181	+15%
Trans Pennine Trail	A national coast to coast route for recreation and transport – for walkers, cyclists and (in parts) horse riders.	Free	413,166	+7%
Cannon Hall Museum, Park & Gardens	Georgian country house museum set in 70 acres of historic parkland and landscaped gardens.	Free	406,786	-7%
Elsecar Heritage Centre	Heritage centre with craft workshops, artist studios, antique centres & exhibitions, indoor children's play centre, café, steam railway, visitor centre.	Free	449,802	-3%
Elsecar Heritage Railway	Heritage Railway offering steam and diesel train rides and special events e.g. Beer Festival.	£2.50 - £5	15,000	TBC
	Exclusive "footplate experiences".	£90- £139	574	+84%
Worsbrough Mill, Museum & Country Park	17 th century working water mill & museum set in 240 acres of country park. 60-acre reservoir, mill shop, tea room.	Free	157,494	+2%
Experience Barnsley	Museum & discovery centre located in Town Hall, telling story of Barnsley.	Free	82,631	+5%

The Cooper Gallery	Art Gallery. Collection of 17 th – 20 th century paintings, watercolours, drawings. Café.	Free	81,563	+6%
Wentworth Castle Gardens	Historic gardens and 500-acre deer park. Restored Victorian conservatory. Wedding venue.	£6.95	52,000	-20%-
Monk Bretton Priory Medieval Monastery	Remains of medieval priory.	Free	NA	NA
Wortley Top Forge	Britain's last surviving water-powered heavy iron forge. Undergoing renovation.	Free	1676	-10%
Wigfield Farm	Working farm next to Worsbrough Country Park.	£3	TBC	TBC
Victoria Jubilee Museum	Small village museum.	Free	1,101	+4%
Maurice Dobson Museum	Small village museum mall.	Free	2077	-1%
RSPB Old Moor Nature Reserve	250-acre wetlands nature reserve.	Free	109,787	+15%
Barnsley Metrodome	Leisure complex with Calypso Cove Waterpark, swimming pool, gym, bowling, arena.	Various	855,061	-£4%
	Calypso Cove Indoor Waterpark.		291,980	-7%
	Bowling.		67,721	-1%
Langsett	Picturesque accessible walking trails in peak district National Park.		NA	NA
Penistone	Highest Market Town in Pennines.		NA	NA

Source: Blue Sail online research; Survey of Visits to Visitor Attractions, Visit England; Barnsley Metropolitan Borough Museums Data

Headlines – local, regional and national

By way of context we have reviewed the full tourism data set – there is limited data available for Barnsley itself although we have more at regional and national level. Here are the main implications for Barnsley followed by the detailed facts:

1. Tourism is a big and growing business regionally and nationally
2. Day trips are the biggest sector - an opportunity now
3. Domestic short breaks for leisure are a longer term opportunity, but more lucrative
4. Barnsley's location means it is well placed for day trips for those coming from home and those holidaying in the Peak District and Yorkshire – a great day out
5. History, heritage and culture are all important motivators and Barnsley's museums and attractions are performing well above national and regional trends
6. What Barnsley has to offer is likely to appeal to older visitors i.e. people with time and money, interested in a meaningful experience, there is also a reasonable offer for families

- Tourism is an important and growing sector in the UK, accounting for 9% of GDP³ and forecast to grow by 3.8% annually through to 2025.
- Most tourism expenditure is on day trips - over 50%; and a quarter of these are visiting friends/relatives.
- 9% of all tourism trips in England are to Yorkshire & the Humber - 120 million day trips, 11.3 million domestic overnight trips and 1.3 million from overseas.
- 60% of tourism expenditure in Yorkshire & the Humber comes from day trips, 31% from domestic overnight trips and just 9% from overseas. This is compared to England averages of 54% day trips, 23% domestic overnight trips and 23% inbound trips.
- Almost half (46%) of domestic overnight trips to Yorkshire & the Humber are for holidays, mainly short breaks of 1 - 3 nights. Holiday trips to the region have grown by 4% on average each year since 2008, higher than the national average of 2%.
- Barnsley is situated on the south-western edge of the Yorkshire & Humber region and has a population of 241,218⁴, 4.4% of the regional total.
- Barnsley's central location next to the M1 means that it is within easy day-trip distance for residents and holiday makers from a sizeable catchment area, including Manchester, Leeds, York, Sheffield, Nottingham and the Peak District National Park.
- Approximately 8.7 million people live within 44 miles of Barnsley (the average distance travelled for tourism day trips in England).
- An estimated 3 million tourism trips are taken in Barnsley annually, most of whom – 2.9 million – are day visitors.

³ Includes both direct and indirect effects (i.e. incorporating supply chain effects)

⁴ Barnsley Metropolitan Borough, 2016 mid census estimates

- Only around a quarter (24%) of domestic overnight trips to Barnsley are for holiday purposes compared to 44% for England as a whole. The majority are for visits to friends/relatives – 64% of domestic overnight trips compared to 38% for England.
- Average length of stay in Barnsley is 2.3 nights compared to 3.4 nights for England as a whole.
- The economic impact of a day visitor is estimated to be in the region of £21 per person rising to approximately £38 for an over night stay.
- In the absence of visitor profile data for Barnsley, we can look at a combination of regional data and national averages for towns/cities. The age profile of domestic holiday trips to the Yorkshire and Humber region is older than that for England – 40% are aged over 55 compared to 34% for England. Similarly, small towns attract a slightly older visitor, with 39% aged over 55. By contrast, the age profile of domestic holiday trips to large towns/cities tends to be younger, with just 31% aged over 55. It is likely that Barnsley's profile will be closer to that of the region than to large town/city averages.
- History and heritage activities are a key attraction to Yorkshire & the Humber, occurring on 28% of trips, compared to 22% for England as a whole. This is also likely to be a key motivator for trips to Barnsley.
- Customer insight data from Barnsley Museums identifies that just over 50% of visitors are from the local area, though this varies across the sites. Cannon Hall and Elsecar in particular attract people from across the North of England; whereas Worsbrough Mill has a predominately local audience. Visitors tend to be in the 55 plus age range, with Experience Barnsley and Elsecar attracting a younger age group. The biggest motivator for visitors is to spend time with family and friends.
- Well over a million visitors are attracted to Barnsley's museums annually with a corresponding economic impact of over £25M.
- Nationally, visitor attractions are important. Around a quarter of domestic overnight trips in England and one in ten tourism day trips include visiting a visitor attraction. Between 1989 and 2015, visits to England attractions as a whole have increased by 50%. Visitor/heritage centres and museums/art galleries are amongst those sectors achieving higher than average growth.
- Heritage Railways bring a huge boost to the UK tourism market. In 2015 £120 million with 8.3 million passengers in the UK.
- We know that sport and recreation national data set (RECRONOMICS) that participation in active recreation has considerable local economic impact and is worth millions to the UK visitor economy. An average of £8.75 per head is spent for those visiting to enjoy the natural environment and wildlife and spend on participating in activities averages around £30 per head.
- Through biannual surveys we have a detailed breakdown of visitor spend for the TPT with users spending on average £6.33per head in Barnsley with an annual economic impact of over £2.6M.
- Yorkshire water has detailed customer insight data for users and non users, but no actual visitor count. Visitors to Langsett are predominantly 35-54, with a significant proportion of 18-24 year olds. They value nature and countryside, as well as accessibility. Lack of awareness is the main barrier for non users, with ¾ suggesting they would visit if they had been aware.
- The UK Film industry is a rapidly growing sector and Creative England has analysed the value of screen tourism to the UK economy, estimating the value to be in the region of £140m with the economic impact of the most popular destinations being between £1.6m and £5m.

Where are we starting from?

<p>Strengths</p> <ul style="list-style-type: none"> • Cluster of good visitor attractions with recent investment • Industrial heritage offer • Elsecar Destination including Elsecar Village, award winning park and Elsecar Heritage Railway • Cannon Hall Museum, Park & Gardens / Cannon Hall Farm Cluster • Trans Pennine Trail • Cycling & Walking opportunities • Country pubs with quality food • Picturesque villages e.g. Penistone, Langsett • Barnsley town centre redevelopment • James Hudson Taylor • Traditional market • Flagship parks at Elsecar and Locke Park • Proximity to Peak District National Park • Accessibility / M1 corridor • Wildlife – RSPB Old Moor sits at the heart of a nationally important and recognised set of wildlife habitats that draw a lot of visitors. • Partnership with Yorkshire Wildlife Trust • Dearne Valley Landscape Partnership • Pay and Play Golf Provision 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Lack of a quality, rounded visitor offer to attract longer stays and increase dwell time • Evening economy in Barnsley town • Limited retail offer • Limited eating out offer • Narrow range of accommodation • Lack of major national attraction • No sizeable competitive conference or meetings venues • Current lack of priority for the visitor economy in Sheffield City Region
<p>Opportunities</p> <ul style="list-style-type: none"> • Yorkshire brand – and Welcome to Yorkshire activity • Collaboration Derbyshire and Peak District National Park • External funding streams for investing in attractions • Proximity to centres of population in Manchester, Leeds & Sheffield • New delivery structures – Visit Barnsley and Visitor Economy Forum 	<p>Threats</p> <ul style="list-style-type: none"> • Perceptions of Barnsley and South Yorkshire brand • Over reliance on council owned assets • Lack of resource and capacity within the council and the sector • Continuing squeeze on public sector finances • Ability to attract private sector investment

<ul style="list-style-type: none"> • Events – Tour de Yorkshire etc. • Partnerships with attractions e.g. Yorkshire Sculpture Park, Hepworth, National Mining Museum • Wentworth Woodhouse / Elsecar / Elsecar Heritage Railway investment • Film location and film tourism • Potential for enhanced recreation offer at Langsett and surrounding areas • Potential for enhanced profile at RSPB sites in the Dearne Valley through the development of SSSI Sites and access to RSPB visitor database • Barnsley Town Centre Major redevelopment - increased leisure, retail and evening economy offer, including linking to existing cultural offer • Development of sustainable travel plans to Core Cities of Sheffield & Leeds City Regions and LEPs • Promotion of landscapes, natural environment and wildlife • Utilise of attractions to support the health and wellbeing agenda • Principal Towns development programme – particularly for Penistone • Popularity of food culture, e.g. Food Festivals and Artisan Flour Production at Worsbrough 	<ul style="list-style-type: none"> • Lack of data, intelligence and visitor insight • Relatively poor public transport links • Cultural and heritage offer in cities and resulting growth in city breaks • Competition from historic cities elsewhere in England • Competition from established rural destinations • Tensions between development and preservation of heritage or natural resources including biodiversity • Lack of capacity for parking and / or inadequate infrastructure, in historic villages such as Cawthorne and Elsecar which are adjacent to substantial visitor hubs
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MAKING IT HAPPEN

With so many opportunities it is important that we take a strategic approach to developing Barnsley’s visitor economy and focus on doing a small number of things well to achieve organic growth based on our culture and heritage. We will seek to build Barnsley as a place worth visiting focusing in the short term on growing days out from those living within a one hour travel time and those holidaying in the Peak District and Yorkshire. The Tourism UK Model (Appendix 1) underpins our overall strategy for investment and allocation of resources. In the medium term we will seek to improve promotion of our offer, including to film makers, and strengthen our attractions and the wider experience we can offer visitors in terms of public realm, shopping and eating out. We will continue to participate in high profile events such as the Tour de Yorkshire. Through our efforts we seek to improve perceptions of Barnsley as a place to visit, ultimately leading to private sector investment in the visitor economy sector and accommodation for example.

[Case study Tour de Yorkshire]

This approach recognises where we are starting from, the constraints on resources and investment, the relative strength we have in our industrial heritage and our visitor attractions, as well as the investment we have made in those things. The approach is realistic and achievable and focused on those experiences that research shows are appealing to visitors as well as delivering an infrastructure which we know is appreciated by our residents.

There are 4 priorities to the strategy to be implemented over the next 3 years:

- **Partnership** – recognising that we need to work together to get results
- **Investing in the experience** – recognising that we have to provide something that is high quality and distinctive for our visitors if we expect them to come
- **Promotion** – recognising that we need to tell potential visitors what we’ve got
- **Intelligence gathering** – recognising that we need to know evidence, data and intelligence to assess how we are doing and to plan what we do next

PARTNERSHIPS	
Actions	Operational Tasks
Develop productive partnership with Welcome to Yorkshire (WtY) exploiting their brand, their marketing themes of events, heritage and outdoors and their routes to market	<ul style="list-style-type: none">• Regular meetings and proactive identification of opportunities• Deliver information and news on a proactive basis to WtY
Build relationships with sector partners, such as Heritage Lottery Fund, Historic England and Arts Council England to access information, intelligence and support for cultural attractions	<ul style="list-style-type: none">• Regular meetings, conferences and networking opportunities• Inclusion of range of partners across the borough, eg Barnsley Civic, Lamproom Theatre and RSPB Old Moor, Locke and Elsecar Parks
Collaboration with South Yorkshire local authorities, Derbyshire and the Peak Park Authority on tourism issues	<ul style="list-style-type: none">• Use existing mechanisms to identify issues and agree joint approaches• Strengthen the voice for tourism in South Yorkshire with regional and

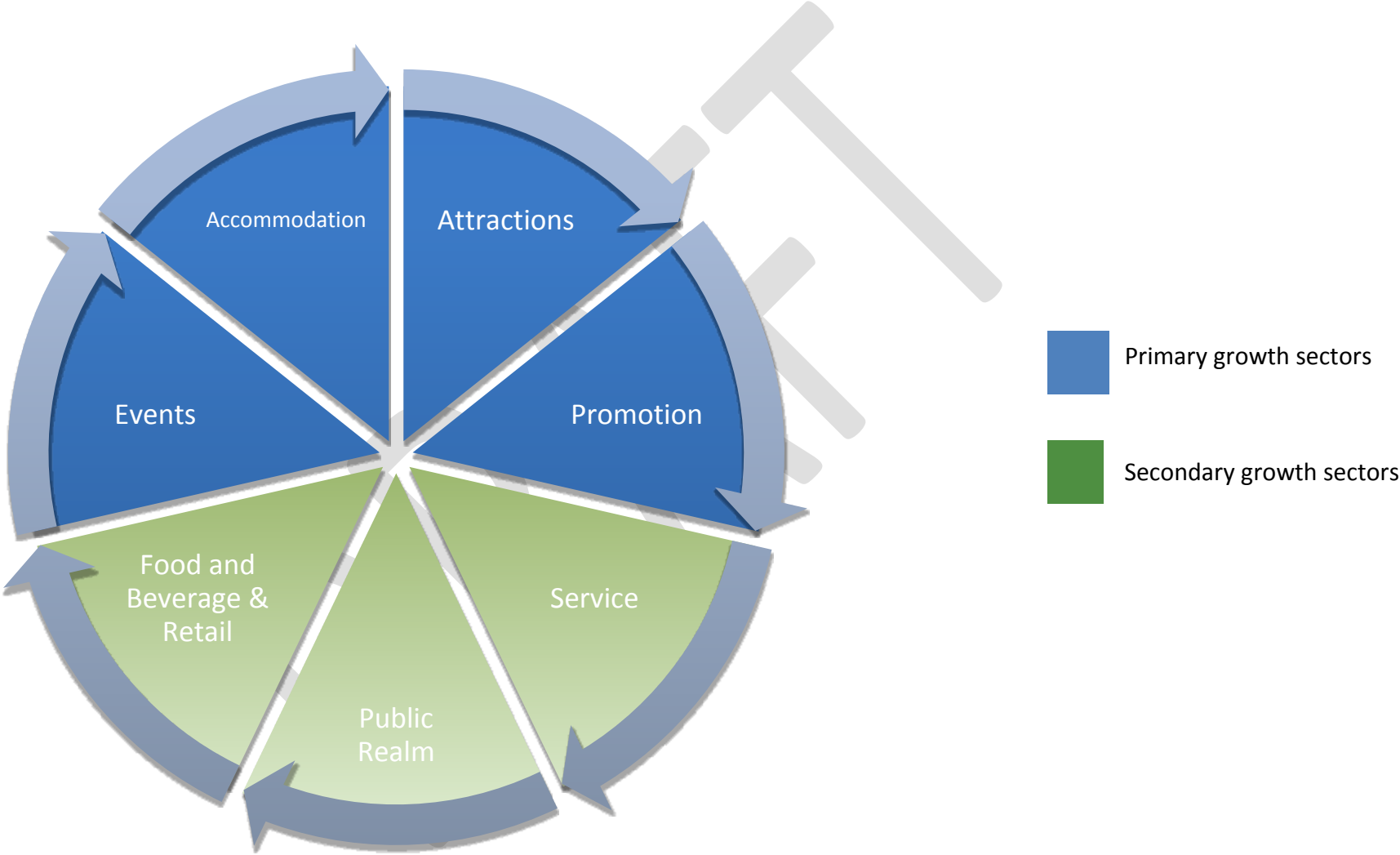
	national agencies through having a unified and consistent position; with a particular focus on creating a presence with the Local Enterprise Partnerships and in the SCR Strategic Economic Priorities.
Collaboration with other attractions to strengthen our joint offer	<ul style="list-style-type: none"> • Identify appropriate attractions and explore options for collaboration on promotion and product development e.g. benchmarking, sharing good practice, training etc.
Support the Visitor Economy Forum so the private sector increasingly takes responsibility and leads and there is peer to peer support within the group	<ul style="list-style-type: none"> • Increase membership from all sectors of visitor economy • Create a small 'executive advisory board' from the VEF membership to oversee delivery of this strategy • Support effective networking – information, benchmarking good practice, staff secondments, training opportunities etc. • Develop partnerships with diverse communities to support visitor attractions becoming more accessible and inclusive
Encourage and work through new delivery mechanisms	<ul style="list-style-type: none"> • Support Barnsley Museums & Heritage Trust in its role as a champion for the sector and its efforts to fundraise • Develop Visit Barnsley Destination Marketing Organisation as a vehicle for delivering marketing activity
INVESTMENT	
Actions	Operational Tasks
Prioritise the development of Elsecar as our signature visitor attraction to give us a nationally significant attraction	<ul style="list-style-type: none"> • Fully exploit the opportunity presented by English Heritage designation of Heritage Action Zone of Elsecar as one of 10 locations of national significance and national recognition from the Great Place Programme • Develop funding bids to attract investment to enhance the visitor experience • Ensure investment priorities include access and inclusion to meet the needs of diverse audiences • Commission strategic plan, business plan and marketing plan to appraise Elsecar's assets against the market opportunity, and how these should be used and developed to enhance its status as a major tourist destination alongside Wentworth Woodhouse • Undertake an options and feasibility study into development Elsecar as an

	<p>events venue</p> <ul style="list-style-type: none"> • Work with Partners such as Elsecar Heritage Railway and Wentworth Woodhouse Preservation Trust to build a cohesive offer for the region
Identify and secure new funding opportunities for our attractions across the Borough	<ul style="list-style-type: none"> • Build and maintain good relationships with national funders - Heritage Lottery Fund, Arts Council England, Creative England, National Trust VisitBritain/VisitEngland - and use these relationships to access information, intelligence, networks and funding streams • Work with our attractions to help identify opportunities for increasing secondary spend through retail and catering • Identify a sustainable long term solution for Wentworth Castle Gardens
Develop our annual events programme with funding based on clear quality and impact criteria	<ul style="list-style-type: none"> • Develop a funding framework with objective criteria designed to support events most likely to attract visitors and improve perceptions of Barnsley • Identify and develop one major signature event for Barnsley capable of attracting significant numbers of visitors and achieve national PR • Ensure that it is easy for visitors to identify events of interest to them on our website and social media platforms
Develop a product/experience around James Hudson Taylor	<ul style="list-style-type: none"> • Undertaken an options and feasibility study into the development of a visitor experience • Seek external funding to enhance the visitor offer at Salem Church
Develop our activity and countryside offer	<ul style="list-style-type: none"> • Work with Yorkshire Water on the experience around our reservoirs • Continue productive partnership with Trans Pennine Trail Team and seek investment for maintenance improvements to the Barnsley section, including the Little Don Extension • Support RSPB to enhance their visitor offer and create a hub of an outdoor activity space in the heart of the Dearne. Linked by the Trans Pennine Trail
PROMOTION Actions	
Produce and implement a Destination Marketing Plan for Barnsley based on the promotion of Barnsley as the ideal day out to a visitor attraction for people holidaying in the Peak District or Yorkshire, or living within	Operational Tasks <ul style="list-style-type: none"> • Develop a truthful, compelling destination narrative for Barnsley which raises awareness, challenges negative perceptions and that everyone can use in their promotion of the place.

one hour (Sheffield, Wakefield, Leeds).	<ul style="list-style-type: none"> • Enhance marketing for the new Town Centre Development, to promote improvement in shopping, Leisure and evening economy offer and present a cohesive offer that includes cultural activity in the wider town centre • Continue to develop and refresh the website Visit Barnsley as the main information and promotional asset for the Borough. • Use digital channels to communicate messages around days out, events, what's on etc. to potential visitors • Use press & PR channels to communicate strategic news messages around Barnsley's positioning, new investments, attractions etc. • Ensure marketing messages are inclusive and deploy specific target marketing to attract under-represented groups • Identify a small number of consumer shows focused on days out bringing together Barnsley's attractions and working with others e.g. other attractions, Welcome to Yorkshire • Identify opportunities piggy-backing on Welcome to Yorkshire's activity which offer Barnsley a route to reaching visitors • Utilise landscapes and countryside in promotional material
Promote Barnsley as a film location to help in raising awareness as well as the direct spend benefits that filming brings	<ul style="list-style-type: none"> • Continue partnership with Creative England to actively promote Barnsley's as a film friendly borough • Respond to enquiries providing information and support to convert to filming days • Co-ordinate film location activity across the borough • Use filming as a PR opportunity
Develop an strategic approach to event provision to change the perceptions of Barnsley and drive footfall and spend to the Town Centre and attractions	<ul style="list-style-type: none"> • Work with sector partners to co-ordinate events across the borough • Review marketing for events • Work in collaboration to secure the Tour de Yorkshire as an annual event for South Yorkshire
STRAND 4:EVALUATION & EVIDENCE	
Actions	Operational Tasks
Improving data and evidence across the sector	<ul style="list-style-type: none"> • Implement plans to provide free Wi-Fi at all venues and use for data capture • Hotels – explore options such as STR Global who work with branded hotels and destinations across the UK gathering and reporting on occupancy data

- Visitor attractions – put in place a system of monthly calls to visitor attractions asking for visitor data; and explore the possibility of attractions collecting data on visitor origin
- Develop a better understanding of the demographics of visitors and the visitor experience – including the diversity profile and barriers to access.
- Business monitor – explore the cost and feasibility of boosting local samples in Visit England's [Tourism Business Monitor](#) of accommodation occupancy and attraction visitation - at the very least this could be used as a benchmark
- Visitor survey – implement a bi-visitor survey at key points around Barnsley to collect data on numbers, origin, perceptions, spend, type of visitor etc.
- Continue to build customer insight data at our museums
- Establish a suite of PI's, linked to the Council's 2020 Outcomes Framework to measure the delivery of the strategy and ensure that the Visitor Economy Sector across Barnsley can contribute to it.

Appendix 1: Tourism UK’s model for investment sectors to grow the visitor economy



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Item 5

Report of the Executive Director Core Services and the Executive Director People to the Overview and Scrutiny Committee (OSC) on Wednesday 27th September 2017

The Continuous Service Improvement of Children's Social Care and Safeguarding Services

1.0 Purpose of the Report

- 1.1 The purpose of this report is to provide an overview and update to the Overview and Scrutiny Committee (OSC) on the progress of the continuous service improvement in Children's Social Care and Safeguarding Services since 2012 to date.
- 1.2 The report should be considered together with the following documents which include: the continuous service improvement chronology of events (Appendix 1); the recommendations and actions following both the 2012 (Appendix 2) and 2014 inspections (Appendix 3); the Continuous Service Improvement Plan 2017 Aspirations (Appendix 4); and the Continuous Service Improvement Framework (Appendix 5).
- 1.3 In summary, the actions highlighted in the 2012 and 2014 Ofsted inspections are now complete as processes have been in place to address them. Services are now working towards the 2017 Aspirations identified in Appendix 4 and service improvement continues to be managed on a monthly basis via the Continuous Service Improvement Plan.

2.0 Background

- 2.1 The Office for Standards in Education, Children's Services and Skills (Ofsted) are responsible for the inspection and regulation of services that care for children and young people, and services providing education and skills for learners of all ages. Although they report directly to Parliament, they are independent and impartial.
- 2.2 In 2012 Barnsley Children's Social Care Services were inspected and judged by Ofsted to be inadequate for child protection services and adequate for looked after children services. Ofsted set out a number of actions for improvement in their inspection report. Consequently on 28th November 2012, an 'Improvement Notice' was issued to the Council by the then Parliamentary Under Secretary of State for Children and Families, who is the Minister responsible for children and families within the Government Department for Education (DfE). The Improvement Notice required the Council to set up an improvement board to monitor and drive improvement and appoint an independent board chair.
- 2.3 An Improvement Board was set up and a Service Improvement Plan was developed. The Service Improvement Plan was mapped against the Ofsted inspection actions and requirements. **See Appendix 2.**
- 2.4 Six monthly progress reports against the Improvement Notice were submitted by the Independent Chair to the Parliamentary Under Secretary of State (Children and Families). The six monthly progress reports reported on:
 - Summary of progress
 - Issues to address in the next period
 - Risks in the next period
 - Overall conclusions and judgment
- 2.5 During the period of the Improvement Notice regular reviews were undertaken by the DfE Improvements and Interventions Unit, who also sat on the Improvement Board.
- 2.6 In June 2014 a full Ofsted Inspection of services for children in need of help and protection, children looked after and care leavers and a review of the effectiveness of the Local Safeguarding Children Board was undertaken over a 4 week period. Ofsted judged the authority as 'requiring improvement'. This judgement means that, *"there are no widespread or serious failures that create*

or leave children being harmed or at risk of harm. The welfare of looked after children is safeguarded and promoted. Minimum requirements are in place, however, the authority is not yet delivering good protection, help and care for children, young people and families". The experiences and progress of care leavers was found to be 'good'.

- 2.7 In 2014, Ofsted did not identify any child requiring immediate priority action. Ofsted reported on the accelerated progress upon the present Director of Children's Services (DCS), Rachel Dickinson, being appointed in June 2013. Ofsted reported on strong leadership and governance; that Managers knew their services well, but that planned improvement actions were still in progress and it was too early to evidence the impact of some improvements made. In addition, there was one area for improvement that was identified within the previous inspection in 2012 that still had to be addressed (Appendix 2) which was to improve timely access to files for Care Leavers.
- 2.8 The Continuous Service Improvement Plan was subsequently reviewed and mapped against the actions arising from the 2014 Ofsted Inspection, (with the exception of the one 2012 action), as well as locally set targets. **See Appendix 3.**
- 2.9 A DfE review undertaken on the 17 December 2014 concluded that, 'Barnsley had made good progress since the last review and that the workforce continues to be engaged and motivated by the improvement journey and by a strong leadership team. The Council is clearly committed to see Barnsley improve and recognises not only its current position but more importantly, what is necessary to drive Barnsley forward to where it wants to be'.
- 2.10 Subsequently the Improvement Notice was lifted. This led to the governance for service improvement transitioning from the Improvement Board to Barnsley Safeguarding Children Board (BSCB) as well as the Barnsley Children and Young People's Trust. The Barnsley Children and Young People's Trust is the local partnership that brings together organisations responsible for providing services for children, young people and families in the borough such as the Council, NHS organisations, Education establishments and the Police.
- 2.11 In April 2015, the DfE reviewed the progress that was being made and concluded that improvements were sustained with no let-up in the pace!

3.0 Current Arrangements

- 3.1 The Continuous Service Improvement Framework is reviewed annually, with the last review undertaken on the 18th November 2016 at the Barnsley Children and Young People's Trust and BSCB Joint Development Day. At this last event, it was agreed that the actions from the 2014 Ofsted inspection had been addressed. The Service Improvement Plan was again refreshed by the multi-agency Officer Group, setting more aspirational targets for children and young people. **See Appendix 4.**
- 3.2 The Continuous Service Improvement Plan is routinely presented to the BSCB in order that progress can be reviewed and actions taken to tackle insufficient progress or poor performance where necessary. Issues which have commissioning implications will be reported to the Barnsley Children and Young People's Trust for consideration.
- 3.3 The Continuous Services Improvement Plan is driven by a multi-agency Officer Group, now chaired by the Service Director for Children's Social Care and Safeguarding. In developing the Plan and ensuring it fulfils its purpose following recent Ofsted inspections, regular consultation has taken place with partner agencies, professionals and practitioners involved in providing services to vulnerable children, as part of informing best practice.
- 3.4 The Continuous Service Improvement Framework and Plan has driven real improved progress for vulnerable children in Barnsley, as evidenced in the monthly performance information and data, which tracks performance and progress against key national and local performance indicators, as routinely presented to the OSC in private session.
- 3.5 Member led challenge is a key element of the Continuous Service Improvement Framework. The Service Director for Children's Social Care presents every month to the Lead Member for

Safeguarding the Children's Social Care monthly performance report, which is also presented to the bi-monthly OSC meeting held in private session. The Corporate Parenting Panel oversees performance specifically relating to children in care.

- 3.6 As a means of checking the quality of services that sit beneath quantitative performance data, the Executive Director for People and the Lead Member for Safeguarding, together with the Service Director for Children's Social Care every month meet with frontline social work teams and go out with practitioners to directly observe practice with children and families. This is in addition to a programme of single and multi-agency case file auditing.
- 3.7 Additionally, one of the strategic objectives of the Plan is to improve the skills of and quality of practice within the children's social care workforce across all sectors. On this, the Director of Human Resources, Performance, Partnerships and Communications is supporting the Barnsley Children and Young People's Trust in the formulation and development of a social care workforce development plan.

4.0 Invited Witnesses

- 4.1 The following witnesses have been invited to today's meeting and will give a short presentation on the improvement journey from a child's perspective as well as answer any questions:

- Rachel Dickinson, Executive Director – People, BMBC
- Keeley Boud, Social Work Team Manager, BMBC
- Andrew Veal, Social Work Team Manager, BMBC
- Antonia Williams, Social Worker, BMBC
- Steve Guirey, Social Worker, BMBC
- Alice Darby, Social Worker, BMBC
- Cllr Margaret Bruff, Cabinet Spokesperson – People Directorate, BMBC

5.0 List of Appendices

1. Continuous Service Improvement Chronology of Events
2. Recommendations and Actions Following 2012 Ofsted Inspection
3. Ofsted Recommendations and Actions Following 2014 Ofsted Inspection
4. Continuous Service Improvement Plan 2017 Aspirations
5. Continuous Service Improvement Framework

6.0 Background Papers & Links

- Barnsley Children and Young People's Trust Website:
<https://www.barnsley.gov.uk/services/children-families-and-education/children-young-people-and-families-trust/>
- Barnsley Safeguarding Children Board (BSCB) Website:
<https://www.barnsley.gov.uk/services/children-families-and-education/safeguarding-families-in-barnsley/safeguarding-children-in-barnsley/worried-about-a-child/>

7.0 Glossary

BMBC – Barnsley Metropolitan Borough Council
BSCB – Barnsley Safeguarding Children Board
DCS – Director of Children's Services
DfE – Department for Education
Ofsted – Office for Standards in Education, Children's Services and Skills
OSC – Overview and Scrutiny Committee

8.0 Officer Contact

- Anna Marshall, Scrutiny Officer, Tel: 01226 775794
- Mel John-Ross, Service Director for Children's Social Care & Safeguarding,
Tel: 01226 773665

19th September 2017

Appendix 1**Continuous Service Improvement (CSI)
Chronology 2012 – 2017**

Jun 2012	- Ofsted Inspection of Safeguarding and Looked After Children Services
Aug 2012	- Ofsted report of findings with a judgement of 'Inadequate'
Sep 2012	- Interim Director of Children's Services (DCS) appointed and in post
Oct 2012	- Independent Chair of Improvement Board appointed by Department for Education (DfE) - Improvement Board established with a meeting monthly - Internal Officer Group established with a meeting weekly Chaired by interim DCS
Nov 2012	- Notice of Improvement Issued by DfE
Jan 2013	- Independent Chair's 2 month progress report
Jun 2013	- Appointment of Rachel Dickinson as DCS (Appointed in March – took up post June) - DfE 6 month review – including Independent Chair's 6 month progress report
Dec 2013	- DfE 12 month review - including Independent Chair's 12 month progress report
Apr/May 2014	- The Continuous Service Improvement Plan was expanded to followed the child's journey rather than limiting it to only Ofsted recommendation from 2012
Jun 2014	- Ofsted Inspection of Services for Children in Need of Help and Protection, Children Looked After and Care Leavers
Aug 2014	- Ofsted Report of findings with a judgement of 'Requires Improvement'
Oct 2014	- The Continuous Service Improvement Framework was established - DfE 18 Month Review - including Independent Chair's 18 month progress report (this was delayed due to Ofsted's Inspection in June 2014)
Nov 2014	- DfE lift the Notice to Improve - Improvement Board disestablished; governance for the CSI Framework & Plan transferred to Barnsley Safeguarding Children Board (BSCB) - Internal Officer Group meetings frequency changed to fortnightly
Apr 2015	- DfE Review following lifting of the Notice - Internal Officer Group meetings frequency changed to monthly - Continuous Service Improvement Plan monitored on a monthly basis by the Multi-Agency Officer Group continues to date, reporting to every BSCB meeting
Oct 2015	- Children's Services Sector Led Peer Challenge Review of Early Help - Review of the Continuous Service Improvement Framework and Plan at the Annual Joint Children and Young People's Trust / BSCB Event
Nov 2016	- Review of the Continuous Service Improvement Framework and Plan at the Annual Joint Children and Young People's Trust / BSCB Event
April 2017	- Children's Services Sector Led Peer Challenge Review of Children Missing Education

Appendix 2 – Recommendations and Actions Following 2012 Ofsted Inspection

1. Ofsted Recommendations	
Ensure that managers provide robust oversight of safeguarding practice and that their case planning, directions, decisions, case discussions and staff supervision are promptly and routinely recorded	
Ensure that child protection investigations are carried out in accordance with the BSCB Joint Investigation Protocol 2011	
Ensure that referrers receive feedback on the outcome of referrals that they make to social care services	
Ensure that child protection conference chairs are enabled to assess the effectiveness of safeguarding practice through child protection conferences and that any issues are regularly reported to the BSCB	
NHS Barnsley PCT and its partners to review strategic and operational links with primary care health providers, with specific regard to the engagement of primary health in the delivery of services through well-being centres, and strengthening links with health visitors to improve risk assessment, early intervention and prevention	
Barnsley Hospital NHS Foundation Trust (BHNFT) to review the arrangements in the emergency department for responding to children and young people presenting with deliberate self-harm or who are intoxicated, and develop appropriate systems with robust monitoring and quality assurance systems	
Barnsley Hospital NHS Foundation Trust (BHNFT) to review arrangements for quality assurance of safeguarding training and practice across adult and paediatric emergency departments, and take appropriate action to strengthen systems	
Ensure that agencies have a clear understanding of thresholds for access to social care services	
Ensure that intervention and services are promptly provided to meet the assessed needs of children	
Ensure that child protection plans are consistently specific and measurable and that plans are regularly reviewed and developed at core group meetings	
Ensure that there is sufficient capacity within the social care service emergency duty team to meet needs and enable children to receive a timely response	
Ensure that robust performance management of safeguarding services is undertaken across the partnership and that audits of practice are routinely undertaken and reported to the BSCB	
Improve the timeliness and quality of intervention in pre-birth planning protocols	
Ensure that reports to child protection conferences are timely and of good quality	

Ensure that referrals from children's social care services into the CAF and referrals from the CAF to social care are appropriately made where it is in the child's interests
Ensure that elected members and the BSCB robustly scrutinise core child protection processes and data
Ensure that the voluntary sector is actively engaged in strategic and operational planning of safeguarding services
Create a plan which will ensure that looked after children's health needs are met
Ensure that looked after children's health assessments and dental checks are timely and appropriately carried out
Ensure that sufficient suitable accommodation is available to meet the needs of care leavers
Ensure that sufficient education, employment and training opportunities are available to care leavers
NHS Barnsley PCT to take action to ensure that appropriate arrangements are in place to meet the health needs of looked after children in compliance with the statutory guidance "Promoting Health and Well Being for Looked After Children"; to include review of the capacity and role of the designated and named professionals for looked after children, and the development of robust arrangements for ensuring the strategic oversight and performance management of the looked after children's health team
Ensure that a robust range of data is routinely collated and analysed in relation to looked after children to inform service planning and development
Ensure that elected members are enabled to actively engage in the scrutiny of performance of services for looked after children
2. Notice Recommendations (Improvement Notice) from the Department for Education (DfE)
Ensure IROs are able to fulfil their role in accordance with the IRO handbook
Develop and implement a risk assessment framework that will inform the development of a child protection and children in need plans to ensure consistent judgements are made about the level of risk (Para 5.3)
Ensure the council communicates and embeds their vision and ambition for children's social care services and that staff and council partners are aware of their roles and responsibilities in delivering this vision and ambition of the council. (para 6.1)
Undertake a review of the effectiveness of partnership working, particularly BSCB with a view to agreeing with the council's partner's actions to address any issues concerning partnership working. The implementation of those actions and the impact on improving the working relationship of the council and their partners will be monitored by the improvement board. This should include ensuring the voluntary sector is actively engaged in strategic and operational planning. (para 6.2)

Embed the leadership team across children services, securing transition arrangements for changes in key posts and personnel (para 7.2)
The Council should report the impact the training has on improving outcomes for children to the Improvement Board. Attention must be paid to the eight standards for employers of social workers. (Para 7.3)
Ensure that the views of staff are considered in relation to their work and workplace using feedback mechanisms, such as staff surveys, the result of which should be reported to the Improvement Board. To support this, consideration should be given to the Children's Safeguarding Performance Information Framework (published 12 June 2012). (Para 7.5)
3. Additional Local Actions
Test the implementation and effectiveness of Young Carers Action Plan
Implement upgraded system to record incidents of bullying in Schools and process for returning to Council
Rectify problems with privacy and confidentiality in child protection conference venues
Embed practice of referencing and understanding of culture, ethnicity and religion in assessments and conferences
Monitor the process of engaging young people in the effectiveness of health services
Improve access to files for Care Leavers to meet 40 day target
Review attendance and contribution to Reviews including engagement with Schools (includes OFIN 7a and OFIN 7b)
Test and evidence timeliness of processing Foster Carers applications and assessments through performance management arrangements. Annual report to the Corporate Parenting Group or by exception
Test and evidence that children can easily access the complaints process and that the outcomes from complaints/compliments are effectively used to improve service delivery

Appendix 3 - Ofsted Recommendations and Actions Following 2014 Ofsted Inspection

Ensure that thresholds between early help and statutory Children in Need and Child Protection are appropriate, understood and operate effectively. Children receive the correct intervention identified by a thorough and timely assessment of their needs. Ensure help is provided as early as possible through co-ordinated multi-agency arrangements and seamless interface between Early Intervention and Prevention and statutory social care provision
Further improve the quality and recording of assessments, action, planning and decision making
Ensure that children and young people are demonstrably listened to and heard and that their views can be seen to influence the social work practice in their case, this includes a wider engagement with families
Access to Child and Adolescent Mental Health Service (CAMHS)
Ensure a focus on vulnerable groups in quality assurance service development and planning
Improve safeguarding services for children with disabilities and complex health needs
To develop services to vulnerable children with SEN via the development and implementation of the requirements of the Children and Families Act
The use of the Public Law Outline (PLO) to underpin authoritative practice
Children and young people in care are demonstrably listened to and heard. Their views can be seen to influence the social work practice in their case
Develop the range and choices of available placements and ensure placement stability
Improve the timeliness and quality of health assessments (including those placed out of authority)
Improve educational outcomes for CiC (including those placed out of authority)
Recruitment, preparation, prompt assessment and training of a wide range of potential adopters including those needed to meet the needs of 'hard to place' children
Timeliness of matching and placement of children with prospective adopters

Adoption support is available and meets the needs of those who require it
Improve range of safe, supported accommodation available for care leavers (including 'Staying Put')
Access to education, employment and training
Access to CAMHS and Health Provision for Care Leavers
Ensure care leavers have effective pathway plans which address life skills and risk taking behaviour by providing support as needed. This to include transition to adult services where appropriate
Ensuring that senior managers and political leaders have a comprehensive and robust knowledge about what is happening at the 'front line' and challenge accordingly. Develop and implement a robust QA learning and improvement function
Further strengthen the role and function of the Corporate Parenting Group (CPG)
Workforce Development
Further strengthen the role and function of the BSCB

Appendix 4 – Continuous Service Improvement Plan 2017 Aspirations and Plans

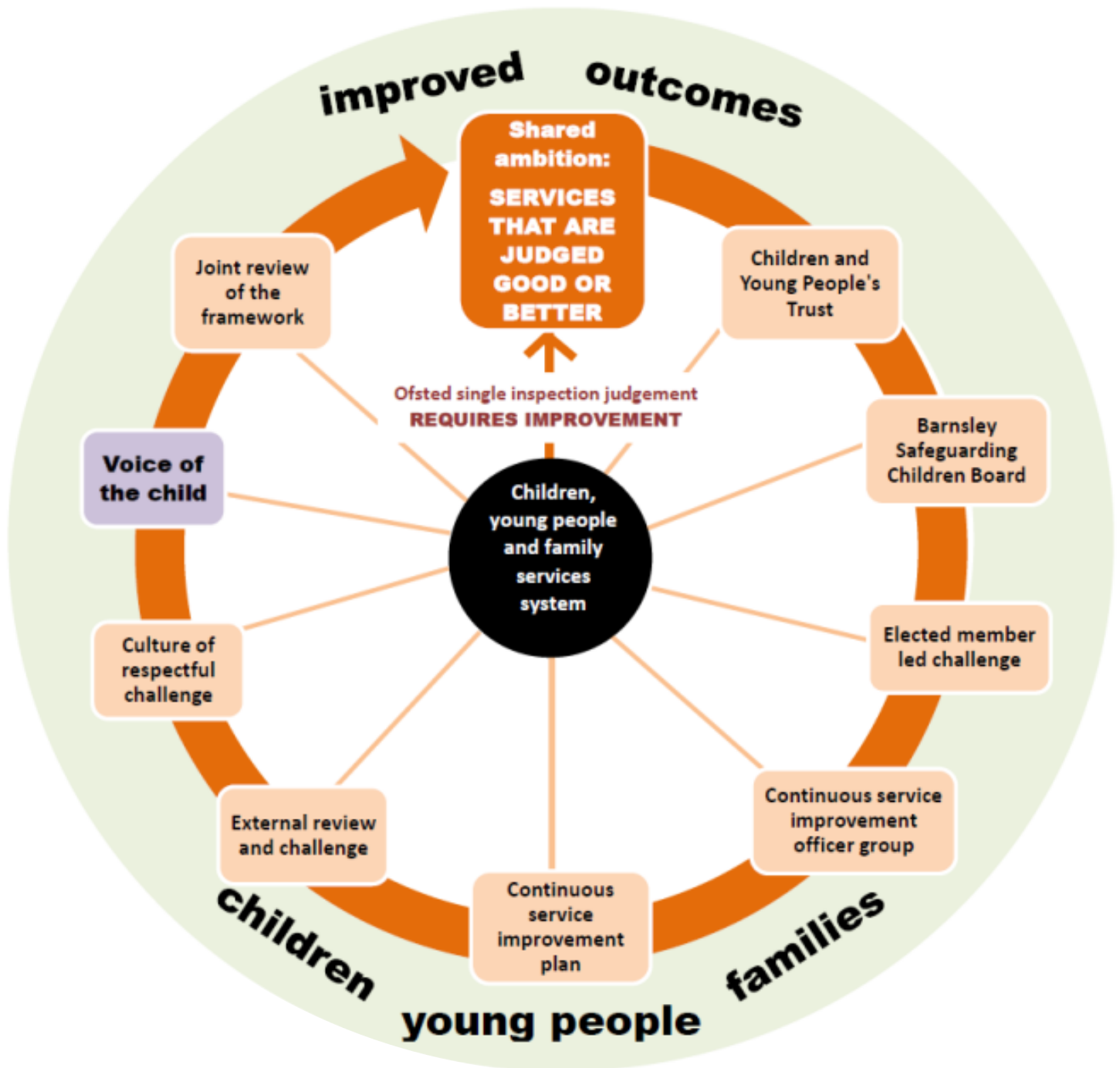
Children, young people and families are offered help when needs and/or concerns are first identified and, as a consequence of the early help offered, children's circumstances improve and, in some cases, the need for targeted services is lessened or avoided
The interface between Early Help and Children's Social Care work is clearly and effectively differentiated with the needs of the children, young person and their families being met in a timely way and families are supported to sustain the gains they have made following statutory support and intervention
Children and young people in need of help and protection are identified by all professionals, inc. adult services, and appropriate referrals are made to Children's Social Care. Response to referrals should be effective and timely with expertise and advice available including out of normal office hours
All children/young people who need help and protection have an assessment (inc. Early Help) that is timely, proportionate and informed by research, historical context and significant events for each case
Information sharing between agencies and professionals is timely, specific and effective, and takes into account the requirements and guidance about the need to obtain parental consent
All children/young people (Early Help/Child in Need/Child Protection/Children in Care) will have a SMAART plan that is understandable and clearly responds to the child's needs and identifies the help that will be offered to the family along with the necessary changes to be achieved within the child's timeframe
Decision making is undertaken by suitably qualified and experienced social workers/managers and all decisions, actions and engagement with children, families and other professionals is clearly recorded
All children/young people who live in households where parenting capacity is reduced due to domestic abuse, substance misuse &/or mental ill health are helped and protected and multi-agency responses are effective and coordinated
All children and young people who live in households where there is neglect and abuse are helped and protected, and the incidents are monitored and the multi-agency responses are effective and coordinated
All help and protection for children/young people is sensitive and responsive to age, disability, ethnicity, faith or belief, gender, gender identity, language, race and sexual orientation
All children and young people who are at risk of CSE or missing from home, care or education receive coordinated responses that reduce the harm
Child and Adolescent Mental Health (CAMHS) provision, timely therapeutic help and services are available when they are needed and for as long as they are required
Children and young people have good emotional health and wellbeing (EWB) or are being helped to improve their EWB and their EWB needs are identified and support is provided in a timely way
All young people on the edge of care have their needs identified and responded by a multi-agency approach in a timely manner
Children achieve timely permanency through the timely conclusion of Public Law care proceedings

All children and young people, inc. children in care and with a disability, are listened to and heard, and professional practice is focused on their needs/experiences and is influenced by their wishes and feelings (or where applicable advocated on their behalf)
Children/young people are consistently seen alone by their social worker and understand what is happening to them, with professionals/carers developing positive/meaningful relationships and are committed to protecting them and promoting their welfare
All requests made by young people in care/care leavers for access to records/life history are provided within in a timely manner and in a clear and understandable format
The impact and influence of the voice of the child on strategic policy and decision making is evidenced by the Care4Us Council and they are regularly consulted on how to improve the support they receive
Children and young people in care attend a good school or other educational provision; they learn and make good progress. They receive the same support from their carers as they would from a good parent. The attainment gap between them and their peers is narrowing
The local authority and partners identify all children/young people who are privately fostered and ensure that they are safe and that their health and wellbeing are properly promoted
All approved foster families are safe, well supported and sufficient in number to care for children and young people with a with range of needs and enables children to be placed with their siblings and have contact with their birth family/friends when in their best interest
All children/young people in care, including those placed out of authority, are in good health, or have had their health needs identified and have timely access to health support for dental, physical and emotional wellbeing issues
All children and young people who have a plan for adoption will be effectively prepared for, and carefully matched with a permanent placement in a timely way without delays or unnecessary moves with effective life history work being provided when they need it
Pathway planning is effective address all young people's needs and are updates as circumstances change
All care leavers have access to a suitable range of safe and supported accommodation that best meets their needs, and where at risk of tenancy breakdown alternative plans are in place
All care leavers have access to appropriate education and employment opportunities (inc. apprenticeships/work experience) and are progressing well and achieve their full potential through life choices, and are encouraged and supported to continue their education and training
All children/young people with a disability and/or complex health have their needs addressed and timely services are provided
All case records are clear, accurate and reflect the work undertaken with children, and clearly relate to plans for their futures
All social workers should have consistent and timely reflective supervision and appraisal which offers high support and challenge
BSCB can provide evidence that it coordinates the work of statutory partners in helping, protecting and caring for children in its local area and there are mechanisms in place to monitor the effectiveness of those local arrangements inc. the constructive challenge between partners

Multi-agency safeguarding training in the protection and care of children is effective and evaluated regularly for impact on management and practice
BSCB checks that policies and procedures in respect of thresholds for intervention are understood and operate effectively and identifies where there are areas for improvement
Challenge of practice between partners and casework auditing are rigorous and used to identify where improvements can be made in front-line performance and management oversight
BSCB provides robust and rigorous evaluation and analysis of local performance that influence and inform the planning and delivery of high-quality services
Operate a robust business planning and outcomes focused approach to the work of the BSCB and routinely use feedback from children, young people and their families to evaluate its impact as well as service provision
Ensure the Communications Strategy supports the evidencing of the BSCB's impact and facilitates closer engagement with front line workers

Appendix 5

Barnsley Continuous Service Improvement Framework



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Item 6a

Report of the Executive Director Core Services to the Overview and Scrutiny Committee (OSC) on 27th September 2017

Arrangements for Discharging the Statutory Role of Director of Children's Services: **Local Test of Assurance**

1.0 Introduction

- 1.1 The purpose of this report is to inform the Committee of the outcomes of the peer led test of assurance, concerning Barnsley's arrangements for complying with the statutory guidance on the roles and responsibilities of the Director of Children's Services (DCS).

2.0 Background

- 2.1 In 2013, updated statutory guidance on the roles and responsibilities of the DCS, as defined within the Children Act (2004) was issued. It identifies that Local Authorities are legally allowed to combine the DCS with other duties, however that they should undertake a local test of assurance to ensure that the focus on outcomes for children and young people is not weakened or diluted as a result of adding such other responsibilities.
- 2.2 As part of "Future Council" in 2015, two senior management posts were merged to create a new post of Executive Director (People) with responsibility for the statutory roles of both Director of Adult Social Services and DCS.
- 2.3 In complying with the national guidance, a local test of assurance was recently undertaken by the Corporate Director of Children & Young People's Services, North Yorkshire County Council, based upon a series of interviews and a review of documentary evidence. The full report can be found at Item 6b - attached.

3.0 Findings & Recommendations

- 3.1 The Test of Assurance concluded that statutory duties, accountabilities and responsibilities, and effective partnership and inter-agency working are all being effectively met.
- 3.2 Two, non-binding recommendations are highlighted in the Test of Assurance Report:
- Barnsley Council needs to ensure that moving forward, its generic scrutiny arrangements do not develop targeted work plans which reduce the focus and quality in the scrutiny of children and young people's services
 - A recognition that structural arrangements for the leadership and management of children's services in Barnsley, are currently dependent on high calibre individuals fulfilling key roles and that the lean or streamlined structure needs to ensure excellent succession planning and strong recruitment arrangements are in place.

4.0 Invited Witnesses

- 4.1 Rachel Dickinson, Executive Director (People) and Cllr Margaret Bruff Cabinet Spokesperson (People) will be present at today's meeting to answer any questions regarding this work.

5.0 Background Papers & Useful Links

- Test of Assurance Cabinet Report (Cab.6.9.2017/6):
<http://barnsleymbc.moderngov.co.uk/documents/s24445/Arrangements%20for%20Discharging%20the%20Statutory%20Role%20of%20Director%20of%20Childrens%20Services%20-%20Test%20of%20Assuran.pdf>

6.0 Officer Contact

Anna Marshall, Scrutiny Officer (01226 775794)

19th September 2017

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Barnsley Metropolitan Borough Council Test of Assurance - Arrangements for Discharging Director of Children's Services Functions

July 2017

1. Background

- 1.1 The "Statutory guidance on the roles and responsibilities of the Director of Children's Services and the Lead Member for Children's Services" was issued by the Department of Education in April 2013. The document provides statutory guidance for local authorities issued under sections 18(7) (Director of Children's Services) and 19(2) (Lead Member for Children's Services) of the Children Act 2004.) and states that

"It is legally permissible for the DCS and LMCS roles to be combined with other operational and political functions of the local authority. However, given the breadth and importance of children's services functions that the DCS and LMCS cover, local authorities should give due consideration to protecting the discrete roles and responsibilities of the DCS and LMCS before allocating any additional functions to individuals performing these roles.

In particular, local authorities should undertake a local test of assurance so that the focus on outcomes for children and young people will not be weakened or diluted as a result of adding such other responsibilities."

- 1.2 The guidance also states that "Local Authorities will, as a matter of course, want to ensure their structures and organisational arrangements enable them to:
- fulfil their statutory duties effectively (including ensuring that children, young people and families receive effective help and benefit from high educational standards locally);
 - be transparent about responsibilities and accountabilities,
 - support effective interagency and partnership working.

2. Scope and Methodology

The test of assurance covered the areas required by statutory guidance namely:

- Leadership, governance and accountability
- Management capacity and workforce development
- Performance Management and quality assurance
- Stakeholder and service user views
- Multi-agency and partnership arrangements
- Child protection arrangements

In doing so the following elements of the statutory guidance were tested to provide assurance that effective arrangements are in place:

- clarity about how senior management arrangements ensure that the safety and the educational, social and emotional needs of children and young people are given due priority and how they enable staff to help the local authority discharge its statutory duties in an integrated and coherent way;
- clarity about how the local authority intends to discharge its children's services functions and be held accountable for them from political, professional, legal and corporate perspectives (including where, for example, services are commissioned from external providers or mutualised in an arm's length body);
- the seniority of and breadth of responsibilities allocated to individual post holders and how this impacts on their ability to undertake those responsibilities (especially where a local authority is considering allocating any additional functions to the DCS and LMCS posts);
- the involvement and experiences of children and young people in relation to local services;
- clarity about child protection systems, ensuring that professional leadership and practice is robust and can be challenged on a regular basis, including an appropriate focus on offering early help and working with other agencies in doing so; and
- the adequacy and effectiveness of local partnership arrangements (e.g. the local authority's relationship with schools, the courts, Children's Trust co-operation arrangements, Community Safety Partnerships, health and wellbeing boards, Youth Offending Team partnerships, police, probation, Multi-Agency Public Protection Arrangements and Multi-Agency Risk Assessment Conferences) and their respective accountabilities.

3. The Test of Assurance

3.1 The test of assurance was conducted by Peter Dwyer, Corporate Director of Children and Young People's Service, North Yorkshire County Council. North Yorkshire Children's Services are one of eight Local Authorities nationally designated by Department for Education as a Partner in Practice and, as such, are funded to provide sector-led improvement to other Local Authorities across the country.

3.2 The test of assurance was based on

- a site visit to interview key officers, elected members and stakeholders:
 - Chief Executive;
 - the Leader of the Council;
 - the Cabinet Member for People - Children's Services & Safeguarding and Cabinet Member for People – Achieving Potential ;
 - the chair of the Overview and Scrutiny Committee and Scrutiny Support Officer;
 - the Executive Director - People;
 - Service Directors directly reporting to the Director with responsibility for children's social care & safeguarding and for education, early help & prevention services;
 - Heads of Service for children's social care, children in care, Barnsley School Alliance, commissioning, governance & partnerships and early start, prevention & sufficiency

- a focus group of social work staff and team managers;
 - lead officer for children's voice, influence and participation
 - chair of the Local Safeguarding Children Board and key strategic partners from the Police and CCG
- a review of documentary evidence submitted by the Council and a review of the Council's web-site including:
 - a self-assessment;
 - structure charts;
 - schemes of delegation;
 - the forward plan;
 - job descriptions and person specifications;
 - portfolio holder remits;
 - terms of references for key boards/committees and attendance records;
 - the Director's diary for the preceding three months;
 - performance information and monitoring reports; and reporting guidance
 - key policies, strategies
 - agenda papers and minutes from decision making bodies.

3.3 Set out on following pages is a summary of findings.

Evidence and assurance: Leadership, governance and accountability

Elements:

- clarity about how senior management arrangements ensure that the safety and the educational, social and emotional needs of children and young people are given due priority and how they enable staff to help the local authority discharge its statutory duties in an integrated and coherent way;
- clarity about how the local authority intends to discharge its children's services functions and be held accountable for them from political, professional, legal and corporate perspectives (including where, for example, services are commissioned from external providers or mutualised in an arm's length body);

Criteria:

Assurance in leadership and accountability arrangements is founded on the following:

- Clarity of senior roles and responsibilities
- Clear and unbroken lines of accountability for areas of service (particularly areas of statutory responsibility)
- Sufficient focus of the Director on outcomes for children and young people
- Strong visible leadership to drive improvement
- Confidence of the Director, and in the Director, to carry out all the areas of responsibility across adults and children's services.

Documentary evidence considered:

- Council constitution and Scheme of delegation
- Job descriptions and person specifications for Director, Management Team and Heads of Service
- Organisation charts showing Council, Directorate and Children's Social Care structures
- Reporting guidance (what information needs to be brought to the Director's attention)
- Director's diary for the preceding three months
- Terms of reference, agenda and reports, including attendance, for Cabinet/Executive, Overview & Scrutiny Committee and partnership meetings
- Evidence of keep in touch meeting between Chief Executive, Chair of LSCB and DCS
- 365 Children and Young People's Plan
- Budget outturn report 2016/17 and any financial/budget strategy

Feedback from interviews:

Through the test of assurance we heard and read consistently of high levels of confidence in current leadership and governance arrangements. Highlighted throughout was a rich powerful respect for the ability and skilled contribution of the Executive Director – People (DCS). Clear expressions of confidence and evidence that current arrangements are certainly supporting improvements to children and young people's services in Barnsley. Post inspection improvement plans began that improvement journey and there is certainly no sense that the pace of this improvement has been lessened by the joint portfolio. Staff at all levels and across partners share that confidence with an apparent ease of communication up and down the organisation.

There was considerable assurance that a culture existed that if there was a concern it would be escalated, listened to and effectively responded to. Confirmation was received that line management arrangements between Chief Executive, DCS and Chair of LSCB were in place. Innovative systems also exist to ensure DCS and Executive Member jointly have contact with frontline practitioners and undertake joint visits. Scrutiny arrangements have changed considerably and the Overview and Scrutiny committee is viewed as creating higher quality challenge from a wider cohort of Members, systems are in place to ensure the children and young people's agenda is prioritised within those arrangements.

Assurance was received that the Children's Trust has re-established its role if not fully its profile as the overarching improvement body.

All of the above is provided within an impressive and coherent Children's Service Improvement Framework.

Recommendation:

Care needed by the LA that overtime generic scrutiny arrangements do not develop targeted workplans which reduce the focus and quality of scrutiny of children and young people's issues.

Evidence and assurance: Management capacity and workforce development

Element:

- the seniority of and breadth of responsibilities allocated to individual post holders and how this impacts on their ability to undertake those responsibilities (especially where a local authority is considering allocating any additional functions to the DCS and LMCS posts);

Criteria:

Assurance in management capacity is founded on:

- Sufficient skill mix and experience in the senior management team
- Sufficient resilience in the senior management team
- Sufficient capacity in the senior management team to discharge their responsibilities
- Designated Heads of Service with responsibility for and time to deal with safeguarding adults and children.

Documentary evidence considered:

- Organisation charts showing Council, Directorate and Children's Social Care structures
- Council constitution and Scheme of delegation
- Job descriptions and person specifications for Director, Management Team and Heads of Service
- Director's diary for the preceding three months
- Performance Appraisal and workforce development policy and practice

Feedback from interviews:

This is clearly a very lean senior leadership structure covering very broad and complex areas of strategic and operational responsibilities. The service carries significant financial and reputational risks in addition to considerable responsibilities and opportunities surrounding vulnerable children and adults. The structure was not driven for financial purposes but reflects a positive recognition of opportunities which exist within a People's directorate. The quality of the existing DCS may also have been highly influential in that decision.

A considerable sense that experienced and talented senior leaders of the children's agenda are in place and the leadership culture affords them space to lead but with strong lines of support and performance management. Senior leadership capacity also benefits from high quality capacity at Heads of Service level. The "leanness" of senior leadership capacity is fully recognised and at one level creates an assurance that further change or vacancy management is not an option worthy of exploration. Interestingly one Member openly expressed doubts about a People's directorate model providing further assurance that attention at Member level is being paid to potential risks.

Post inspection resulted in considerable workforce change with some turnover of established staff and increased use of agency staff and managers to fulfil key roles and enhance core capacity. Over time the impression given is one of a return to a more stable workforce, less agency staff albeit considerable newly qualified cohort.

Consistent reports of good access to supervision and high levels of support by senior leaders to key events whenever occurring. Strong sense of a one Council, the Barnsley Leadership Team.

Recommendation:

We consistently heard highly positive comments on the leadership provided by the current DCS and her direct reports on the children's agenda. All appear to recognise that structural arrangements are dependent upon the individuals fulfilling key roles. The streamlined structure at Barnsley needs to ensure excellent succession planning and whenever necessary, strong recruitment arrangements.

Evidence and assurance: Performance Management and quality assurance

Elements:

- clarity about how senior management arrangements ensure that the safety and the educational, social and emotional needs of children and young people are given due priority and how they enable staff to help the local authority discharge its statutory duties in an integrated and coherent way;
- clarity about how the local authority intends to discharge its children's services functions and be held accountable for them from political, professional, legal and corporate perspectives (including where, for example, services are commissioned from external providers or mutualised in an arm's length body);

Criteria:

Assurance in performance management arrangements is founded on:

- Clear service strategies and policies in place for areas of service weakness or challenge
- Robust arrangements for agreeing performance measures and targets
- Regular monitoring of service performance
- Evidence of performance is drawn from a range of sources
- Performance data is interrogated
- Clarity about performance reporting arrangements.

Documentary evidence considered:

- Council Plan and service plans for Directorate and service groups
- Performance framework and reports for Quarter 3 and Quarter 4 2016/17
- Quality assurance frameworks and monitoring reports evidencing implementation
- Records of senior management meetings (corporate and directorate)
- Supervision policy and practice

Feedback from interviews:

Assurance in this area requires achieving levels of confidence concerning the existence of key strategies and policies, robust performance management arrangements including regular reporting and action planning and wider quality assurance arrangements. Significant evidence was presented to the review team to provide assurance in this area.

We saw clear evidence of regular reporting of performance into service area and strategic partnerships. These reports were not only clearly presented but also demonstrated clear recording of analysis and recording of actions arising. We have referred earlier to innovative quality assurance arrangements involving senior staff in meeting with frontline staff and service users. We also had sight of the recording of such visits and clear actions arising. Frontline staff talked positively about not just being heard but something being done as a result. Whilst evidence existed of reporting into the Health and Wellbeing Board by the LSCB we were somewhat surprised to see the passive language of "receiving the annual report of the LSCB". Evidence exists of the LA challenging appropriately on a partnership agenda. Health colleagues described attendance at Scrutiny and the delivery of appropriate informed challenge in those sessions.

The scheme of delegation in the LA is highly pertinent to the expectations of senior leadership. We again gained assurance that the scheme of delegation had been appropriately amended not as a consequence of any limits to leadership capacity but to facilitate better, speedier, decision making.

Evidence and assurance: Stakeholder and service user views

Elements: the involvement and experiences of children and young people in relation to local services

Criteria:

Assurance in the area of engagement with stakeholders is founded on:

- Service and procedures that drive engagement with children and young people
- Feedback from children, young people, families and frontline staff is encouraged and taken into account
- These views drive service development and improvement.

Documentary evidence considered:

- Annual complaints reports for the preceding two years
- Annual safeguarding board reports for the preceding two years
- Corporate Parenting Forum Annual Report
- 365 Children and Young People's Plan and action plan
- Cabinet/Executive reports
- Children in Care Council/Young People's Council minutes and reports
- Voice, influence and participation strategy and reporting arrangements

Feedback from interviews:

The test of assurance heard considerable evidence of where service users' views had been heard and positively listened to. These included

- celebration events
- young people member place on the LSCB
- very active engagement in Takeover Day
- young people's voices at corporate parenting panel etc

We read evidence of a strong Care4Us Statement of Purpose and a forward plan for that body evidencing DCS capacity to engage positively.

Whilst focussed around specialist groups there was also evidence available showing engagement in wider, more universal, Children's Trust work eg student councils. As described elsewhere assurance was provided of enhancements in collaborative improvement and partnership working in the Borough. In addition evidence was also supplied to assure that the DCS has capacity to maintain visibility and engagement in key education debates, attendance at Headteacher Forums and targeted commissioning of external peer challenge processes on for example, attendance and exclusion. Importantly we read evidence of user voice being not just heard but acted upon eg examples of transport issues raised by young people getting onto the agenda of the Children's Trust.

Evidence and assurance: Multi-agency and partnership arrangements

Element: the adequacy and effectiveness of local partnership arrangements (e.g. the local authority's relationship with schools, the courts, Children's Trust co-operation arrangements, Community Safety Partnerships, health and wellbeing boards, Youth Offending Team partnerships, police, probation, Multi-Agency Public Protection Arrangements and Multi-Agency Risk Assessment Conferences) and their respective accountabilities.

Criteria:

Assurance in multi-agency and partnership arrangements is founded on:

- Clarity for partners and partnership boards on who represents the Council
- Local authority led by the Director supports and plays an active role in partnerships
- Council representative on key boards has authority to speak for the organisation
- Clear links and direct reporting mechanisms between and from the Safeguarding Board and lead members and clarity about how a challenge can be made
- Clear links and reporting mechanisms between key Boards.

Documentary evidence considered:

- Terms of reference and minutes of key partnership boards (LSCB, Children's Trust, Health and Well Being Board) for the preceding six months
- Minutes of meetings with the Safeguarding Board Chair(s)
- Governance arrangements for key boards including links and reporting mechanisms between boards

Feedback from interviews:

As described elsewhere, a cultural change in partnership working was described to the test of assurance team. The strength of relationship with the Police is well established. Wider partnerships were described consistently well with the contributions of partners respected and valued. This appears to extend beyond traditional partners to a wider "network of contributors" with area based work and delegated resources given as examples. "Trying to create a culture where we help people help themselves".

The DCS's capacity, culture and style have played an important part in these improvements. "Quick to praise, quick to ask/challenge, but seeking of a solution and making people feel they can make a contribution". Cultural change of this nature provided assurance that as improvement work is increasingly mainstreamed into core partnership bodies (Trust/LSCB) that the pace of improvement will be at least maintained.

Evidence and assurance: Child protection arrangements

Element: clarity about child protection systems, ensuring that professional leadership and practice is robust and can be challenged on a regular basis, including an appropriate focus on offering early help and working with other agencies in doing so

- Assurance in child protection arrangements is founded on:
- Clarity about child protection systems
- Arrangements to ensure that professional leadership and practice is robust
- The Director meets regularly with the Safeguarding Adults and Children's Board Chair(s) and there is an open channel of communication to the Chief Executive
- Practice can be challenged by the public and partners and an escalation procedure is in place
- The Director working with partners ensures a strong focus on early help.

Documentary evidence considered:

- Structure diagrams
- Performance framework and practice
- Quality Assurance framework and practice
- Complaints and compliments annual report
- Early help strategy and action plan

Feedback from interviews:

Faced with the double challenge of embedding improvement at times of financial austerity the LA appears to have taken significant opportunities to radically reshape and deliver both improvement and efficiency. Change and improvements of this nature require excellent leadership and leadership capacity. They also require collaborative partnerships. We gained assurance that both were in place in Barnsley.

The service has enhanced its front door on a partnership basis, reshaped its early help/0-19 prevention service, remodelled children's centres into a wider family centre programme, and also assumed not just commissioning but operational responsibilities for the 0-19 Healthy Child Programme.

Creating confident, less siloed, services creates efficiency and potential for service improvement but also ensures leadership capacity can be naturally focussed rather than dispersed across fragmented delivery arrangements. As part of the improvement work it is impressive that decisions were made to revisit intervention thresholds and enhance capacity accordingly. Such change requires strategic and operational leadership capacity. Strategic oversight of the early help offer is somewhat complex but once understood the benefits of strategic alignment alongside a stronger communities agenda, with operational accountability within children's specialist provision, appears to work. Staff describe positive impact of a 0-19/25 provision, more positive experience of step up and step down, and positive understanding of "stronger families" programme. A disappointing tender for delivery of Healthy Child Programme led to the service being brought in-house with specialist line management. This can only enhance opportunities for greater colocation and integration of early help support. A similar approach could be considered for aspects of the Youth Offending service.

Combined the improvements in delivery arrangements are now seeing looked after children and child protection plan numbers starting to fall. In essence we saw evidence of leadership

capacity on a partnership basis being effectively used to enhance delivery arrangements and improve outcomes for children and young people.

4. Key Findings/ Recommendations

This test of assurance was undertaken externally and with full open access to all forms of potential evidence. We were met with engaged partners and LA staff at all levels positively committed both to the process and to improving outcomes for children and young people.

This test of assurance for Barnsley concludes that effective arrangements are in place within the Council to discharge the statutory role and responsibilities of the Director of Children's services in the areas of leadership and accountability; management capacity; engagement with stakeholders; performance management; multi-agency and partnership arrangements; child protection arrangements. As a result we can conclude that the arrangements which are in place pass in our assessment the national expectations of a test of assurance. In doing so we have highlighted in the body of the report two recommendations which we would highlight again here:

- Care needed by the LA that overtime generic scrutiny arrangements do not develop targeted work plans which reduce the focus and quality of scrutiny of children and young people's issues
- All recognise that structural arrangements are dependent upon the individuals fulfilling key roles. The streamlined structure at Barnsley needs to ensure excellent succession planning and whenever necessary, strong recruitment arrangements.

LOCAL TEST OF ASSURANCE - SUMMARY	
Statutory Duties	Met
Accountabilities and Responsibilities	Met
Effective partnership and inter-agency working	Met

Peter Dwyer
Corporate Director – Children and Young People's Service
North Yorkshire County Council

July 2017